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ABSTRACT

This report examines the services, funding, clientele, and program outcomes of each of California's job training programs. The first part of the report consists of tables detailing the following: the sources of the $4.178 billion dollars spent on California's job training programs in fiscal year 1995-96 and the $3.764 billion spent on the same programs in fiscal year 1994-95; overlapping services in job training programs serving various categories of youths and adults (low-income individuals, disabled workers, offenders, employed individuals who are seeking to upgrade their skills, public aid recipients, job-ready persons, and dislocated workers); and job training services delivered directly to clients (work force training and supportive services). The remainder of the report consists of brief descriptions of the job training programs provided by each of the following California agencies/institutions: Department of Aging; California Conservation Corps; California Youth Authority; Department of Corrections; Employment Development Department; Department of Industrial Relations; Department of Rehabilitation; Department of Social Services; California community colleges; and Department of Education. Each program description contains information on some or all of the following: program purpose, budget, funding source, clients, service delivery, program effectiveness, and enrollment breakdown. (MN)

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CALIFORNIA'S JOB TRAINING PROGRAMS: FINANCIAL *and* OUTCOME DATA

By

Alicia Bugarin

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OVERVIEW OF JOB TRAINING PROGRAMS

INTRODUCTION

The California Economic Strategy Panel identifies job training as critical to California's future:

> "First, every industry emphasized that skills improvement through education and workforce training is its top priority. Job opportunities and changing skills-sets need to drive job training programs...California's workforce preparation programs (including vocational education, job training, adult education and school-to-career) must change[1]..."

This report presents information on services, funding, clientele and program outcomes for each of California's job training programs. It shows overlapping clientele groups, duplicative services, and a paucity of program evaluation data. The information may be useful in re-thinking how public money is spent and services delivered in this critical area. The research was requested by Senator Patrick Johnston.

Table 1 and Table 2 (pages 3- 4) summarize funding by program, funding source and year. In California no single program or state agency is responsible for employment and job training services; instead separate programs operate under a different set of rules. Many of these programs perform similar functions and target overlapping client groups.

Table 3 and Table 4 (pages 5-8) illustrate the overlapping programs and duplicative services offered to categories of youth and adults. Eligibility requirements vary, with public aid recipients and disabled workers having the most subsets. Program services are similar: job placement, basic/remedial education, on-the-job training, vocational education and support services. It is confusing and difficult for workers and employers to determine which programs they are eligible for, and which offer the services they require. A close examination also reveals that the state's programs offer limited opportunities for training in the higher level skills which many employers demand.

Table 5 (page 9) offers a straight forward approach to service delivery, one which is client-centered. The array of training and employment services could be selected by an individual client, business or a public agency, to best serve particular needs.

The final section briefly describes each program, funding, clients, populations served, service delivery mechanisms and information regarding program effectiveness.[2] The evaluation data is limited. Most programs collect only registration or enrollment data; few programs also report job placements. For example, adult education measures only the

[1] California Economic Strategy Panel, *Collaborating to Compete in the New Economy*, California Trade and Commerce Agency, February 1996, pp.3, 13.

[2] Information was obtained through telephone interviews. In some cases the programs also submitted written fact sheets.

number of clients who seek services or walk in the door. In contrast, Job Training Partnership Act (JTPA), Title II-A (adult) has four performance standards that measure placement into unsubsidized employment, including job retention after 13 weeks and earnings. Two JTPA youth performance standards measure the number of youth who enter employment and the number who gain an educational goal, such as a GED. JTPA Title III (dislocated workers) has one performance standard but no sanctions if a state fails to achieve the standard.

In general, there appears to be limited connection between funding and outcomes for all job training programs. This could make it difficult for the state to establish priorities should the federal government block grant reduce funding to the state.

Table 1

Job Training Programs in California -- FY 1995/96 Funding

(In Millions)

State Agency	Program	Total Funding (Millions)	State General Funds	Federal Funds	Other Fund Sources
Dept. of Aging	Senior Community Service Employment	$6.9		$6.9	
CA Conservation Corps	Training & Work Program	60.1	27.8	1.0	31.3[a]
CA Youth Authority	Youth Employment	.4	.4		
Dept. of Corrections	Inmate Employment	66	66		
	Vocational Education for Inmates	40.7	40.2	.5	
Employment Development Dept.	Job Agent Program	2.5	2.5		
	Job Service	108.3		90	18.3[e]
	Job Training Partnership Act	545		545	
	Intensive Services Program	9.5		9.5	
	Special Veterans Services	17.2		17.2	
	Wagner-Peyser 10% Projects	10		10	
Employment Training Panel	Training & Economic Development Program	76.7			76.7[f]
Dept. of Industrial Relations	Apprenticeship Training	3.9	1.1	.1	2.7[g]
Dept. of Rehabilitation	Vocational Rehabilitation Services	256.1	37.3	211.8	7[h]
Dept. of Social Services	Food Stamp Employment & Training	30.9	1.3	19.4	10.2[c]
	Greater Avenues for Independence	285	102.5	160.8	21.7[c]
	Refugee Assistance Services	32.5[d]		32.5[d]	
CA Community Colleges	Postsecondary Vocational Education	861[d]	358	46[d]	457[b]
Dept. of Education	Adult Education	454	426	28	
	Secondary Vocational Educational & Regional Occupational Center Programs	1,312[d]	1,253	59	
Total		$4,178.7	$2,316.1	$1,237.7	$624.9

a. Reimbursements from various fund sources
b. $400 million local property tax/ $57 million student fees
c. County funds
d. 1994-95 budget information.
e. EDD Contingent Fund
f. Unemployment Training Fund
g. Interest Impound Account
h. Special funds

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Table 2

Job Training Programs in California -- FY 1994/95 Funding

(In Millions)

State Agency	Program	Total Funding (Millions)	State General Funds	Federal Funds	Other Fund Sources
Dept. of Aging	Senior Community Service Employment	$ 6.9		$6.9	
CA Conservation Corps	Training & Work Program	57.1	35.9	.7	20.5[a]
CA Youth Authority	Youth Employment	.4	.4		
Dept. of Corrections	Inmate Employment	62	62		
	Vocational Education for Inmates	45.1	44.2	.9	
Employment Development Dept.	Job Agent Program	3.0	3.0		
	Job Service	106.1	18.3	87.8	
	Job Training Partnership Act	550		550	
	Intensive Services Program	8.3		8.3	
	Special Veterans Services	18.8		18.8	
	Wagner-Peyser 10% Projects	11		11	
Employment Training Panel	Training & Economic Development Program	86.9			86.9[d]
Dept. of Industrial Relations	Apprenticeship Training	3.8	1.0	.1	2.7[e]
Dept. of Rehabilitation	Vocational Rehabilitation Services	266.3	39	221	6.3[f]
Dept. of Social Services	Food Stamp Employment & Training	33.8	1.3	20.8	11.7[c]
	Greater Avenues for Independence	266.5	96.6	148	21.9[c]
	Refugee Assistance Services	32.5		32.5	
State Personnel Board	Career Opportunity Development	1.9[h]		1.9	
CA Community Colleges	Postsecondary Vocational Education	859	357	46	456[g]
Dept. of Education	Adult Education	437	409	28	
	Secondary Vocational Educational & Regional Occupational Center Programs	907.4[b]	See footnote b	See footnote b	
Military Dept.	Urban Youth Corps	.6[h]		.6	
Total		$3,764.1	$1,067.7	$1,183.3	$606

a. Reimbursement from various fund sources
b. Combination of federal and state funding
c. County funds
d. Unemployment training tax
e. Interest Impound Account
f. Special funds
g. $400 million property tax revenue/$57 million student fees
h. Program terminated this fiscal year.

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Table 3

OVERLAPPING SERVICES IN JOB TRAINING PROGRAMS
(Provided to a Youth in this Example)

CLIENT (Eligibility Categories)	PROGRAMS (For Youth)	PROGRAM SERVICES
Low Income	Job Training Partnership Act	Job Placement On the Job Training Basic/Remedial Education Vocational Education Support Services
	Wagner Peyser 10%	Job Placement Basic/Remedial Education On the Job Training Support Services
	Food Stamp Employment and Training	Job Placement Vocational Education
Disabled Worker	Job Service	Job Placement
	Supported Employment	Job Placement On the Job Training
	Vocational Rehabilitation	Job Placement On the Job Training Basic/Remedial Education Vocation Education Support Services
	Wagner Peyser 10%	Job Placement Basic/Remedial Education On the Job Training Support Services
	Vocational Education/Postsecondary	Job Placement Basic/Remedial Education Vocational Education
	Vocational Education/Secondary	Job Placement On the Job Training Basic/Remedial Education Vocational Education
	Adult Education	Job Placement Basic/Remedial Education On the Job Training
Offender	Ward Employment	Job Placement Basic/Remedial Education On the Job Training
	Vocational Ed-Inmates	Vocational Education
Upgrading Skills (employed)	Employment Training Program	On the Job Training in combination with classroom training
	Job Training Partnership Act (for employees at risk of layoff)	Job Placement On the Job Training Basic/Remedial Education Vocational Education Support Services

Table continues on next page

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Table 3 (Continued)

OVERLAPPING SERVICES IN JOB TRAINING PROGRAMS
(Provided to a Youth in this Example)

CLIENT (Eligibility Categories)	PROGRAMS (For Youth)	PROGRAM SERVICES
Public Aid Recipients	Job Training Partnership Act	Job Placement On the Job Training Basic/Remedial Education Vocational Education Support Services
	Wagner Peyser 1[illegible]%	Job Placement Basic/Remedial Education On the Job Training Support Services
	Job Service	Job Placement
	Greater Avenues for Independence	Job Placement On the Job Training Basic/Remedial Education Vocational Education Support Services
	Vocational/Rehabilitation	Job Placement On the Job Training Basic/Remedial Education Vocational Education Support Services
	Vocational Education/Postsecondary	Job Placement Basic/Remedial Education Vocational Education
	Adult Education	Basic/Remedial Education Vocational Education
Job Ready Persons	Job Service	Job Placement
	Job Training Partnership Act	Job Placement On the Job Training Vocational Education
	Vocational Education/Postsecondary	Job Placement Basic/Remedial Education Vocational Education
	Apprenticeship Training	On the Job Training
Dislocated Workers	Job Training Partnership Act	Job Placement On the Job Training Basic/Remedial Education Vocational Education Support Services
	Employment Training Program	On the Job Training

Source: California Research Bureau, California State Library

Table 4

OVERLAPPING SERVICES IN JOB TRAINING PROGRAMS
(Provided to an Adult in this Example)

CLIENT (Eligibility categories)	PROGRAMS (For Adults)	PROGRAM SERVICES
Low Income	Job Training Partnership Act	Job Placement On the Job Training Basic/Remedial Education Vocational Education Support Services
	Food Stamp Employment and Training	Job Placement Vocational Education
	Job Agent	Job Placement Supportive Services
Disabled Worker	Job Service	Job Placement
	Vocational Rehabilitation	Job Placement On the Job Training Basic/Remedial Education Vocation Education Support Services
	Vocational Education/Postsecondary	Job Placement Basic/Remedial Education Vocational Education
	Extended Veterans Services	Job Placement
	Vocational Education/Secondary	Job Placement On the Job Training Basic/Remedial Education Vocational Education
	Adult Education	Basic/Remedial Education Vocational Education
Offender	Ward Employment	Job Placement Basic/Remedial Education On the Job Training
	Vocational Ed-Inmates	Vocational Education
	Inmate Employment	On the Job Training
	Adult Education	Basic/Remedial Education Vocational Education Apprenticeship Training
	Job Agent	Job Placement Support Services
Upgrading Skills (employed)	Employment Training Program	On the Job Training
	Job Training Partnership Act (for employees at risk of layoff)	Job Placement On the Job Training Basic/Remedial Education Vocational Education Support Services

Table continues on next page

Table 4 (Continued)

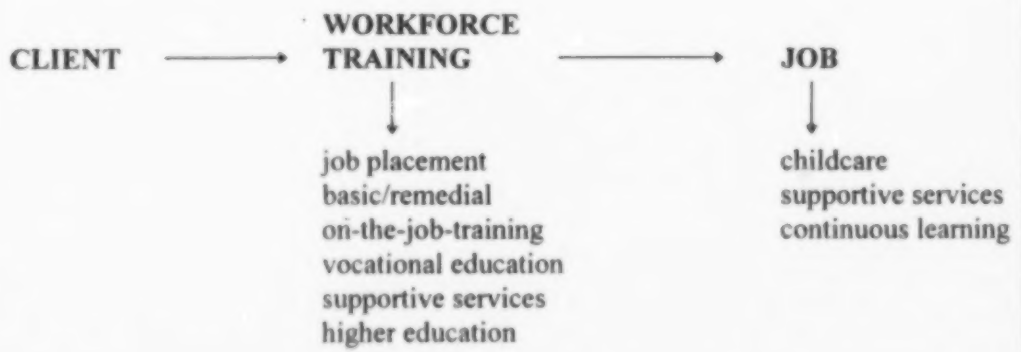
OVERLAPPING SERVICES IN JOB TRAINING PROGRAMS
(Provided to an Adult in this Example)

CLIENT (Eligibility Category)	PROGRAMS (For Adult)	PROGRAM SERVICES
Public Aid Recipients	Job Training Partnership Act	Job Placement On the Job Training Basic/Remedial Education Vocational Education Support Services
	Wagner Peyser 10%	Job Placement Basic/Remedial Education On the Job Training Support Services
	Refugee Assistance Service	Job Placement Basic/Remedial Education Supportive Services
	Job Service	Job Placement
	Greater Avenues for Independence	Job Placement On the Job Training Basic/Remedial Education Vocational Education Support Services
	Job Agent	Job Placement Support Services
	Vocational/Rehabilitation	Job Placement On the Job Training Basic/Remedial Education Vocational Education Support Services
	Vocational Education/Postsecondary	Job Placement Basic/Remedial Education Vocational Education
	Adult Education	Basic/Remedial Education Vocational Education
Job Ready Persons	Job Service	Job Placement
	Job Training Partnership Act	Job Placement On the Job Training Vocational Education
	Vocational Education/Postsecondary	Job Placement Basic/Remedial Education Vocational Education
Dislocated Workers	Adult Education	Basic/Remedial Education Vocational Education Apprenticeship Training
	Job Service	Job Placement

Source: California Research Bureau, California State Library

Table 5

DIRECT DELIVERY OF JOB TRAINING SERVICES



Department of Aging

Senior Community Service Employment

Purpose: Provides part-time subsidized training and employment in community service facilities for low-income senior citizens.

Budget: $6.9 million in FY 1995-96.

Funding Source: Federal funds; requires a 10 percent local match.

Clients: Individuals 55 years and older.

Service Delivery: National contractors and state planning and service areas contract with community service agencies to place participants in a variety of employment assignments such as infant care, accountant trainees, nutrition aides, and community service trainees.

Program Effectiveness: 8,031 individuals participated in the program in 1994-95. The Department of Labor's goal is to place 20 percent of program participants in unsubsidized employment for at least 90 days. The Department of Aging exceeded that goal by placing 35 percent of program participants in unsubsidized employment in FY 1994-95.

California Conservation Corps

Training and Work Program

Purpose: Provides employment, training, and educational opportunities for young men and women who assist public agencies and nonprofit entities to conserve and improve California's natural resources.

Budget: $60.1 million in FY 1995-96.

Funding Breakdown: $27.8 million General Funds; $237,000 Public Resources Account; $5.67 Energy Resources Program Account; $1.7 million Petroleum Violation Escrow Account; and $24.6 million in earned reimbursements.

Clients: Young men and women, ages 18-23.

Service Delivery: Fourteen residential centers and 21 nonresidential satellite locations provide mandatory general education and conservation awareness, employment, job training, and job search skills.

Program Effectiveness: 4,500 corps (1,700 full time equivalents), participated in the program on FY. Placement data for this program is not available.

California Youth Authority

Youth Employment

Purpose: To provide wards with basic academic and job preparation skills that will increase their employment prospects following release from the CYA.

Free Venture Program: This program allows the private sector to set up a worksite inside an institution and provide real work. The youthful offenders receive training for meaningful jobs, which aids in their successful community placement. 20 percent of net wages go toward room and board, 40 percent is placed in a savings account and 15 percent go to restitution for crimes' victim. The budget allocation of $139,431 is to administer the program.

Parole Services: This program provides job placement and other reentry assistance by the parole agent and or an Employment Development Department job specialist. The $307,000 is budgeted for the administration of the program.

Budget:	1994/95	1995-96
Free Venture Program:	$111,900	$139,431
Parole Services (Job Placement):	$307,000	$307,000
Total:	$418,900	$446,431

Funding Source: General Fund.

Clients: Youth offenders.

Service Delivery: Services are provided on-site at CYA camps, institutions, and parole offices.

Program Effectiveness: No data available.

Department of Corrections

Inmate Employment

Purpose: To minimize idle time and to assist inmates to develop useful job skills.

Budget: $66 million for FY 1995-96.

Funding Source: General Funds.

Clients: Incarcerated offenders with appropriate security levels for the assignment.

Service Delivery: Inmate employment provides employment in the Prison Industry Authority, conservation camps, or internal prison work. Inmates perform a variety of assignments including conservation, environmental maintenance, fire suppression duties for a number of public agencies (State Departments of Forestry, Transportation, Water Resources and Parks and Recreation).

Program Effectiveness: 67,783 inmates served in FY 1993-94. There is no data on placements for this program.

Department of Corrections

Vocational Education for Inmates

Purpose: To provide vocational skills to inmates, many of whom have unstable work records and few marketable skills.

Budget: $45.1 million in FY 1994-95.

Funding Breakdown: $967,766 federal funds (Carl Perkins) and $44.2 million General Funds.

Clients: Incarcerated offenders.

Service Delivery: State prisons. Vocational education is provided in over 50 occupational areas, including; apprenticeship training, licensure training and job development and placement.

Program Effectiveness: 9,931 inmates served.

Employment Development Department

Job Agent Program

Purpose: Assists economically disadvantaged individuals (individuals below the federal poverty guideline) with severe barriers to employment to become economically self-sufficient.

Budget: $2.5 million in FY 1995-96.

Funding Source: General funds.

Clients: Public aid recipients, low income individuals and ex-offenders. Greater Avenues for Independence (GAIN) clients receive priority services. Seventy-five percent of the program's clients are disadvantaged heads of households.

- *Service Delivery*: EDD field offices in targeted areas have Job Agents. The Job Agents provide career counseling and employment services to clients considered the most difficult to place. Services include:

- Assessment, counseling and employability planning.

- Referral to other social service agencies for assistance, such as child care, which may remove or control barriers to employment.

- Referral to training and other resources.

- Contact employers to develop job leads and assist with job placement.

- Follow-up after job-entry to ensure permanent, full-time employment.

Program Effectiveness: For Fiscal Year 1994-95, 3,916 individuals were registered and 789 participants were placed in jobs. Participants must be on a job 90 days to count as a placement.

Employment Development Department

Job Service

Purpose: Job placement. Helps employers find qualified applicants and assists unemployed individuals to locate jobs.

Budget: $108.3 million in FY 1995-96.

Funding Breakdown: $90 million federal (Wagner Peyser) and $18.3 million state funds (EDD Contingent funds).

Clients: California employers and unemployed workers.

Service Delivery: The Employment Development Department has a statewide network of 200 job service field offices in various locations throughout California, performing the following functions:

- Referring qualified applicants to job openings placed by potential employers, using an automated system called Job Match;

- Assisting with career decisions and providing workshops to improve applicant job-search skills;

- Directing qualified applicants to training, educational or social service agencies for assistance in improving employment prospects; and

- Providing special assistance to veterans, the disabled, older workers, youth, minorities, welfare recipients, and migrant and seasonal farm workers.

Program Effectiveness: For fiscal year 1994-95, 1,020,161 clients registered for employment and 217,595 were placed in jobs.

Employment Development Department

State Education Coordination Grants

Purpose: Provides education and vocational training to qualified Job Training Partnership Act (JTPA) participants. These funds are used to "strengthen linkages" (a broad term) between local education agencies and other providers of education and training services.

Budget: $19.8 million in FY 1994-95, $15.1 million in FY 95-96.

Funding Source: Federal funds.

Clients: JTPA participants (youth and unskilled adults seeking entry into the labor force, economically disadvantaged individuals, and others facing serious barriers to employment).

Service Delivery: EDD contracts with the State Department of Education and the California Community Colleges, which in turn develop agreements with local school districts and contractors who provide job training services. Thirty percent of the funds are distributed to local Private Industry Councils and Special Delivery Areas. Twenty percent are used for administrative costs and to fund "statewide education priorities", such as remediation programs.

State law mandates that 50 percent of these funds be used to provide educational services for Greater Avenues for Independence (GAIN) clients. Services include basic education, GED preparation, and English as a Second Language.

Program Effectiveness: 21,000 individuals are enrolled for FY 94-95 at all levels of education. The program does not keep or track individuals placed in jobs.

Employment Development Department

Job Training Partnership Act (JTPA Title II)

Purpose: Provides job training for individuals who face significant barriers to employment, such as, limited job skills, limited English speaking and support services like child care.

Budget: $335 million in federal funds for FY 1995-96.

Funding Breakdown: Federal funds: Adult training (IIA), $166.5 million; Summer Youth (IIB), $146.7 million; Youth Training Program (IIC), $21.8 million.

Clients: Youth and unskilled adults seeking entry into the labor force, economically disadvantaged individuals, and others facing serious barriers to employment.

Service Delivery: California's 52 Service Delivery Areas (SDAs) offer job training services based on local needs, often under contract. Services include basic and remedial education, institutional and on-the-job training, work experience, and employment assistance. SDAs are administered by local governmental entities in partnership with Private Industry Councils (PICs). EDD provides policy direction and oversight.

Program Effectiveness: 147,791 individuals enrolled in 1993-94. There are 6 national program performance standards, all of which the state exceeded. The four adult performance standards measure adult and welfare participant employment and earnings 13 weeks after completing the program. The two youth performance standards measure the number of youth who enter employment and the number who gain an educational goal, such as a GED. For Title II A, II B, and II C "terminations from the program" includes individuals who completed the program, those that dropped out at any point and those that found employment. The data collected does not identify the reason for not completing the program.

1993/94 Enrollment Breakdown

Title II A (Adult Training)

Participants:	32,077	(inquired or enrolled in the program)
Terminations from program:	23,452	(completed program, dropped out, or employed)
Entered employment	11,327	(job placements)

Title II B (Summer Youth)

Participants:	71,463
Terminations from program	64,162
Entered employment	868

Title II C (Youth Training Program)

Participants:	24,680
Terminations from program	18,740
Entered employment	5,970

Title II A (Adult Training) Performance Measures: Title II A program performance is measured against four Department of Labor mandated core performance measures:

- Adult Follow-Up Employment Rate: The number of adults who were employed (either full or part-time) during the thirteenth full calendar week after termination from the program as a percentage of the number of adult terminees who completed the follow-up interview.
- Adult Welfare Follow-Up Employment Rate: The number of adult welfare recipients who were employed in the thirteenth full calendar week after termination from the program as a percentage of the number of adult welfare recipients who complete the follow-up interview.
- Adult Follow-Up Weekly Earnings: The average weekly earnings in the thirteenth week of all adults who were employed in the thirteenth week.
- Adult Welfare Follow-Up Weekly Earnings: The average weekly earnings in the thirteenth week of all adult welfare recipients who were employed in the thirteenth week.

In addition to the four core measures, California tracks performance on four additional measures: Adult Follow-up Weeks Worked, Adult Entered Employment Rate, Adult Welfare Entered Employment Rate, and Adult Average Wage at Placement.

Title II B (Summer Youth) Performance Measures: There are no performance measures for the Summer Youth Program.

Title II C (Youth Training) Performance Measures: Title II C program performance is measured against two Department of Labor mandated core performance measures:

- Youth Employability Enhancement Rate: The number of youths who were terminated with an employability enhancement as a percentage of all youths who were terminated, whether or not the youths also entered employment.
- Youth Entered Employment Rate: The number of youths who entered employment as a percentage of all youths who were terminated except for youths who did not enter employment but were terminated as returned-to-school or remained-in-school.

Employment Development Department

Dislocated Workers (Job Training Partnership Act Title III)

Purpose: Provides on-the-job services to workers facing immediate job losses due to business closures and layoffs. Assists eligible workers to obtain employment through training and related employment services.

Training may include classroom, occupational skills, and/or on-the-job training. Individualized employment services can include job search and placement, supportive services such as child care and transportation allowances, and needs-related payments provided during training.

Budget: $159 million in FY 1994-95; FY 1995-96 - $202 million.

Funding Source: All Federal.

Clients: Dislocated workers who are unlikely to return to their previous industries or occupations due to plant closures or mass layoffs, limited local job opportunities, natural disasters or general economic conditions. Displaced homemakers (a person who has been out of the job market for a long time and needs retraining to increase her or his skills) may also qualify.

Service Delivery: California is divided into 52 Service Delivery Areas (SDAs), guided by Private Industry Councils (PICs) which design and operate educational and occupational training programs at the local level. The State's Dislocated Worker Unit (in EDD) generally receives advanced notice of plant closures and mass layoffs, as required by the National Worker Adjustment and Retraining Notification Act (WARN). Services for dislocated workers are provided on-site, usually by the local SDAs. Sixty percent of program funds are distributed on a formula basis to SDAs; 40 percent are Governor's discretionary funds for special projects.

Program Effectiveness: During Program Year (PY) 1993-94 over 23,000 eligible dislocated workers received services. Of these workers completing services during the year, 63 percent entered unsubsidized employment. EDD provided on-site services to workers in over 300 closure and layoff situations. We have no data on wage level and length of employment.

Title III Performance Measures: Title III has one performance measure; the number of adults/youth who enter employment at termination as a percentage of all adults/youth who were terminated.

Employment Development Department

Intensive Services Programs

Purpose: To assist individuals who require intensive services to find employment or to enroll in training, education, or vocational rehabilitation programs.

Budget: $9.5 million in FY 1995-96.

Funding Source: Federal funds.

Clients: Long-term unemployed, public assistance recipients, individual with disabilities, and others who need in-depth employment services. Priority of services is given to Greater Avenues for Independence (GAIN) registrants. Services provided to these clients include:

- Employment planning;
- Referral to Job Search Training Workshops and other services available through EDD;
- Referral to outside agencies for supportive services such as meals, transportation and child care;
- Disbursement of case services funds for special needs;
- Referral to training.

Program Effectiveness: Between October 1, 1994, and June 30, 1995, a total of 23,623 clients were enrolled. 8,395 achieved a "successful outcome" (completed 30 days in an employment, training, education, or vocational rehabilitation program).

Employment Development Department

Special Veterans Services

Purpose: Assists veterans in securing employment by providing intensive job search training and job placement services. (All veterans receive regular employment assistance on a priority basis from the Job Service program).

Budget: $18.8 million in FY 1994-95 and $17.3 million in FY1995-96.

Funding Source: Federal funds (U.S. Department of Labor, Veteran Employment Training Services).

Funding Source: Federal funds (U.S. Department of Labor, Veteran Employment Training Services).

Clients: Veterans, with the highest priority for disabled and Vietnam-era veterans.

Service Delivery: EDD's 200 Job Service field offices are located throughout the state. Extended veterans services include:

- Local Veterans Employment Representatives ensure veterans receive priority for all Job Services (job training referral, counseling, testing). Each local EDD Job Services office has at least one representative.

- Disabled Veterans Outreach Program specialists provide employment services to veterans, with special emphasis on disabled and Vietnam-era veterans.

- The Transition Assistance Program assists military personnel in making the transition to the civilian job market. Classes are generally offered on military bases.

Program Effectiveness: In FY 1994-95, 138,615 individuals registered for extended veterans services. Of these, 27,415 were placed in jobs, 3,021 were provided counseling, 608 received job training, and 100,346 were referred to other local service agencies for supportive services.

Job Service Discretionary Funds (Wagner-Peyser 10-Percent Projects)

Employment Development Department

Purpose: Provides services to client groups with special needs, such as low income youth and public assistance recipients. Develops and tests model systems for the delivery of job services.

Budget: $10 million in FY 1995-96.

Funding Source: Federal Funds.

Clients: Youth, disabled, persons affected by base closures, and low income persons.

Service Delivery: Federal law permits the Governor to use up to ten percent of the state's Wagner Peyser job service grant for various discretionary activities. State Fiscal Year 1993-94 activities for Wagner-Peyser 10 Percent projects included:

- Job preparation services for Greater Avenues for Independence (GAIN) clients (up to 50 percent of funds).

- Project BUILD, providing motivational job search workshops for persons living in six Los Angeles public housing projects.

- The Youth Employment Opportunity Program, training 100 at-risk youth to perform employment counseling and job placement assistance for other youth. About 20 percent of the participants obtained their own employment, and over 50 percent were identified as having a "successful program closure".

- The Deaf and Hearing Impaired program of intensive job-related services.

- Job Placement and job search workshop services to persons directly and indirectly displaced because of military base closures in California, offered on 17 bases and the surrounding communities.

Program Effectiveness: Each program has its own goals, objectives and outcomes, detailed above. In Fiscal Year 1994-95, 21,479 clients registered to receive services and 580 clients were placed in jobs.

Employment Development Department

Employment Training Panel

Purpose: Funds training for new hires and existing employees, with the goal of assisting businesses to obtain the skilled workers they need to stay competitive, productive, and profitable. (ETP grants can be used as a state match for federal defense conversion technology programs and are sometimes a component of an incentive package for new businesses).

Budget: $76.7 million in state funds in FY 1995-96.

Funding Breakdown: Funded by a special employment training tax paid by all California employers.

Clients: Unemployed workers and workers in need of training to retain current employment or to increase earnings potential. Approximately 25 percent of the participants are under age 25. Services are delivered through contracts with small businesses.

Service Delivery: Statewide at over 200 job sites; includes vocational training, both on-the-job and in the classroom, structured on-site training; industry-specific skill training; job-related literacy training; and retraining. The panel serves as an economic development

Program Effectiveness: 34,449 workers enrolled in FY 1994-95 (see Table 6 below). Two major studies on the effectiveness of the Employment Training Panel were conducted in FY 1991-1992 the California State University of Northridge. According to their analysis, the training resulted in an estimated $485 million increase in productivity in program year 1989-90, which equals roughly $7 in economic benefits for every state dollar invested in the program. The program significantly increased the earnings of new hires and retrainees who completed training and reduced the likelihood of unemployment. (Trainees are counted as enrolled when they complete 20 percent of the total training hours specified in contracts. Trainees are "dropped" when they leave the program anytime after enrollment and before completion of the 90 day employment retention period).

Table 6

PERSONS SERVED BY THE EMPLOYMENT TRAINING PANEL
STATE FISCAL YEAR 1994-95

TRAINEE TYPE	ENROLLED	DROPPED	RETAINED IN EMPLOYMENT
RETRAINEES	34,449	7,303	27,146
NEW HIRES	2,128	1,173	955
TOTAL	**36,577**	**8,476**	**28,101**

Source: ETP

ETP emphasizes service to small businesses, defined as firms with 250 or fewer employees. In State Fiscal Year (SFY) 1994-95, ETP provided service to 2,787 small businesses, nearly 84 percent of the total (see Table 7 below).

Table 7

ETP TRAINEES EMPLOYED BY BUSINESS SIZE
STATE FISCAL YEAR 1994-95

BUSINESS SIZE (# of employees)	NUMBER OF BUSINESSES	RETRAINEES	NEW HIRES	$ EARNED (In Millions)
1-50	1,880	2,940	404	10.9
51-100	514	2,454	174	4.3
101-250	393	4,191	124	6.2
251 and >	534	17,561	253	25.9
TOTAL	**3,321**	**27,146**	**955**	**47.3**

Source: ETP

Department of Industrial Relations

Apprenticeship Training

Purpose: Provides apprenticeship programs and on-the-job training opportunities.

Budget: $3.9 million in FY 1995-96.

Funding Breakdown: $1.1 million in General Fund, $92,000 Federal funds and $2.7 million in Employment Training Program Funds (Interest Impound Account).

Clients: Individuals 18 years and older with a high school degree or GED; women and minorities for selected trades; ex-offenders.

Service Delivery: Participating employer sites are located around the state.

Program Effectiveness: 38,692 apprentices and trainees were registered as of June 30, 1995. Programs operate on a 3 to 4 year cycle, therefore only about 1/4 of the registrants (9,673) participated in any one year. Approximately 65 percent of the trainees (5,803) completed the program.

Department of Rehabilitation

Vocational Rehabilitation Services

Purpose: To provide basic vocational rehabilitation services that will enable working-age Californians with disabilities to secure and retain employment.

Budget: $266.3 million for FY 1994-95.
$256.1 million for FY 1995-96.

Funding Breakdown: For FY 1994-95: $220.9 million Federal funds; $39 million in General funds; and $6.4 million in special funds (state must match federal funds with 21% state and local funds).

For FY 1995-96: $211.8 million federal funds; $37.3 million general funds; and $7 million in special funds.

Clients: Individuals with disabilities.

Service Delivery: The department's counselors, located in district offices throughout the state, determine eligibility and provide and arrange for all services and assistance. Services are also delivered through cooperative agreements and contracts with public and private agencies which serve people with disabilities.

Program Effectiveness: In FY 1994-95, 121,000 applicants requested services. Active enrollment consisted of 85,000 individuals, of which 16,427 were placed in jobs (60 day employment).

Department of Social Services

Food Stamp Employment and Training Program

Purpose: This program is mandated by the federal Food Security Act of 1985. It requires food stamp recipients who do not receive benefits from AFDC or SSIP to participate in employment and training activities.

Budget: $30.9 million for FY 1995-96.

Funding Breakdown: $19.4 million Federal Funds; $1.3 million General Fund; and $10.2 million county match.

Clients: County general assistance recipients or employed persons who are eligible for food stamps.

Service Delivery: County programs provide job search assistance.

Program Effectiveness: Program evaluation standards are under development. A 1988 program evaluation conducted by Abt and Associates Inc. found "the program was not cost effective during the first year of the program's implementation." The Department of Social Services is not aware of any other studies confirming or challenging the Abt and Associates findings.

Department of Social Services

Greater Avenues for Independence Program (GAIN)

Purpose: This program is designed to provide the education, training, and job services necessary to help AFDC recipients obtain employment. Services include job search assistance, employability assessments, and referrals to education and other individually selected employment and training programs (including work experience and on-the-job training).

Budget: $285 million for FY 1995-96.

Funding Breakdown: $102.5 million General Fund, $21.7 county funds, and $160.8 million in federal funds.

Clients: AFDC recipients.

Service Delivery: A number of different agencies and programs deliver services: high school and unified school districts, community colleges, private contractors, and Employment Development Department programs including Job Club, Job Service, and Job Training Partnership Act providers.

Program Effectiveness: For FY 1993-94, 141,214 participants attended orientation. There are no statewide performance standards at this time. California's county-operated welfare system varies across counties. For example, Riverside county operates the most employment-focused program. Alameda county, on the other hand, emphasizes education and training services and gives low priority on job placement.[3]
A 1993 evaluation of San Diego's Saturation Work Initiative Model (SWIM) indicates that success measured by job placement varies from county to county. The SWIM program had three goals: (1) It sought to change the nature of AFDC by imposing a serious requirement that eligible people participate in an employment-focused program; (2) to increase employment; and (3) reduce AFDC costs. The program was successful in meeting the first goal: conditioning receipt of full AFDC benefits on continuing participation. SWIM achieved its other two objectives by moving people into jobs and off AFDC sooner than would otherwise have been the case. However, even with SWIM, large number of enrollees remained jobless and on AFDC. SWIM did not lead to better jobs and did not increase total family income.

California Community Colleges

Vocational Education and Technical Education

Purpose: Provides occupational and technical training and counseling, guidance, and placement services to interested students enrolled in local community colleges.

Budget: Approximately $861 million in State FY 1994-95 for Vocational Education and Technical Education.

Funding Breakdown: $46 million Federal Vocational Education Act (Carl Perkins); $358 million in General Fund; $400 million in local property tax revenues; and $57 million in student fees.
Clients: Community college students. Federal funds target specified disadvantaged individuals under Carl V. Perkins Act.

Service Delivery: Seventy one community college districts with 107 community colleges.

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[3]Manpower Demonstration Research Corporation. GAIN: Program Strategies, Participation Patterns, and First-Year Impacts in Six Counties. May 1992.

Program Effectiveness: There were approximately 900,000 students enrolled in vocational education classes in FY 1994-95. The Community Colleges is funding a pilot project, the "Post-Education Employment Tracking System" that tracks over a four-year period, the post-college job placement rates and earnings of program leavers who were enrolled in 18 California Community Colleges. It is envisioned that this tracking system will eventually be expanded statewide.

Department of Education

Adult Education

Purpose: Provides general education programs for adults and out-of school youth to improve literacy skills, employability, and to meet the special needs of the disabled, older persons, and limited English-speaking persons.

Budget: $454 million in FY 1995-96.

Funding Breakdown: $28 million federal and $426 million state and local funds in FY 1995-96.

Clients: Adults and out-of-school youth.

Service Delivery: Public high school districts offer Adult Education courses aimed at:

- Improving literacy skills including adult basic education, English as a second language, and General Education Development (high school equivalency certificate) test preparation.
- Enabling persons seeking U.S. citizenship under the National Literacy Act to meet English language and civics education requirements.
- Furthering vocational preparation in a variety of occupational skills.
- Meeting the job preparation needs of special applicant groups including disabled persons, older workers, and public aid recipients.

Additionally, some federal adult education funds are used to provide literacy and citizenship education through community colleges, community-based organizations, and several state agencies.

Program Effectiveness: There were 1,400,000 students enrolled in vocational skills training, GED, and other job-related classes in 1993-94.

Department of Education

Vocational Education-Secondary Schools, Regional Occupational Centers and Programs

Purpose: To provide California's businesses with trained workers by fully developing the academic and occupational skills of all segments of the population.

Budget: For FY 1994-95, $1.25 billion in General Fund and $59.15 million in Federal Funds.

Funding Breakdown:

- $59.1 million federal funds (Carl Perkins - Vocational Education);
- $977.6 million State General Fund (based on 1,234,144 students enrolled, divided by 6 classes to arrive at a full time equivalent of 205,690, multiplied by $4,753 the average expenditure per student in unified school districts);
- $5.0 million General Fund for Agriculture Programs (Partnership Academies);
- $270 million General Fund for Regional Occupational Centers.

Clients: California residents.

Service Delivery: Major program components are:

> Vocational Education - Secondary vocational education programs offered by local high schools use classroom instruction, sometimes in combination with work experience, to provide occupational exploration, specific skill instruction and career planning.
>
> Regional Occupational Centers and programs - Provide vocational preparation in specific skill areas to high school students and out-of-school youth and adults. The centers offer programs across school district attendance areas that might not be feasible for a single district.
>
> Vocational and technical education programs are offered for a variety of areas including agriculture, business, health, marketing, industrial, and technology education.

Measure of Program Effectiveness: 1,234,144 students enrolled (the equivalent of 205,690 FTE's) for FY 1994-95.

Regional Occupational Centers or Programs (ROCPs) base their standards on the industry standards for the occupation in training. For example, ROCP's auto mechanics training is consistent with the industry standards for the automobile industry.
Vocational Education Programs in high schools do not have individual performance measures. High School graduation requirements are the only standards.

The Carl D. Perkins Vocational and Applied Technology Education Act of 1990 (Perkins II) requires states to develop outcome-based accountability systems built around statewide performance measures and standards. States were given considerable flexibility in identifying the outcomes to be measured, selecting measurement tools, and setting standards. The measures and standards were supposed to be adopted by the fall of 1992 and used thereafter for accountability purposes and to guide program improvement. California is still in the process of implementing these performance measures and standards.